



PROPOSED COMPREHENSIVE PLAN AMENDMENT ADDENDUM

ITEM: 2015-IV-RH1
Original Staff Report Published September 18, 2019
Date of Addendum: June 30, 2021

GENERAL LOCATION: Northeast quadrant of the intersection of Kingstowne Village Parkway and South Van Dorn Street, east of South Van Dorn Street.

SUPERVISOR DISTRICT: Lee

PLANNING AREA: Area IV

PLANNING DISTRICT:
Rose Hill Planning District

SUB-DISTRICT DESIGNATION:
RH4-Lehigh Community Planning Sector

PARCEL LOCATION: 91-2 ((1)) 35A and 35B

PLANNING COMMISSION PUBLIC HEARING:
Wednesday, July 14, 2021 @ 7:30 PM

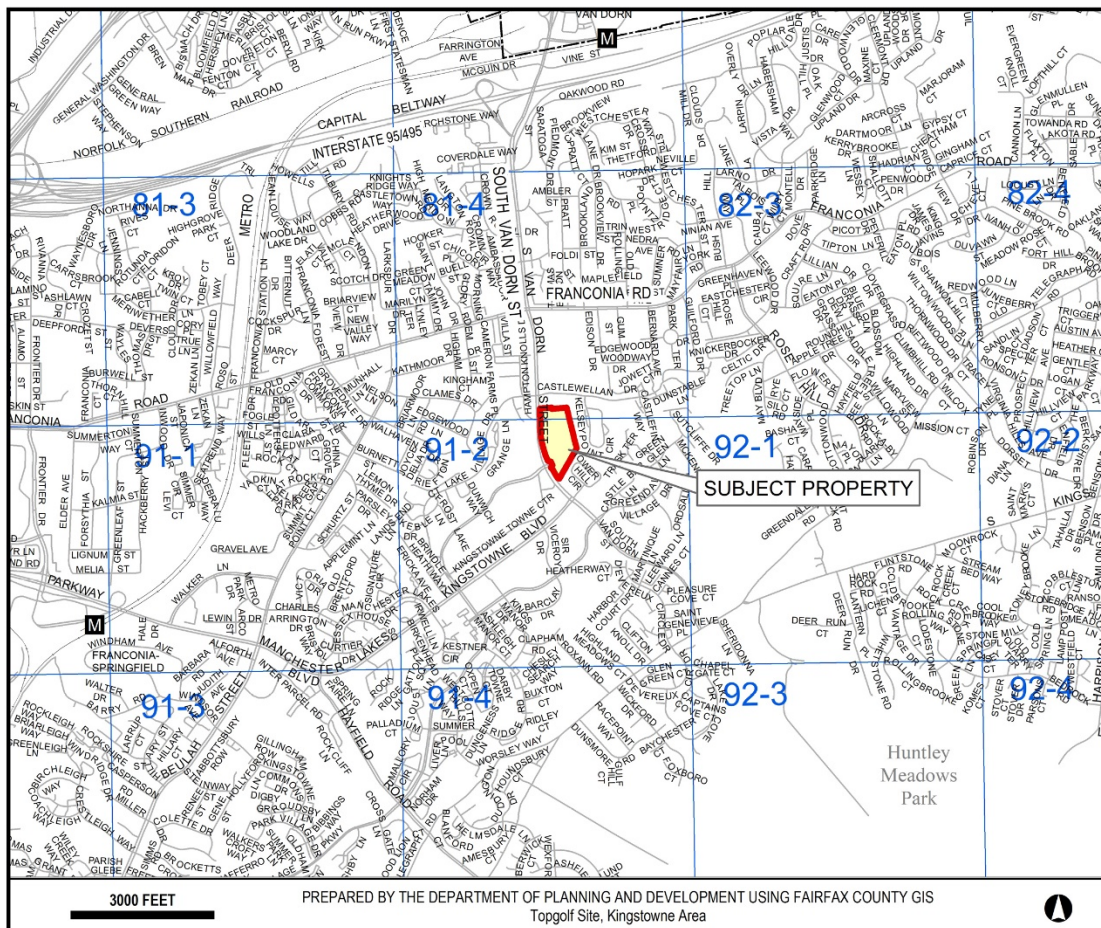
BOARD OF SUPERVISORS PUBLIC HEARING:
Tuesday, September 14, 2021 @ 4:00 PM

**PLANNING STAFF DOES RECOMMEND
THIS ITEM FOR PLAN AMENDMENT**



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.

For additional information about this amendment call (703) 324-1380.



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PLAN AMENDMENT 2015-IV-RH1 (PLUS # 2020-00006) – Topgolf Site STAFF REPORT ADDENDUM

BACKGROUND

On October 20, 2015, the Board of Supervisors (Board) authorized Plan Amendment (PA) 2015-IV-RH1 (PLUS PA # 2020-00006) for Tax Map Parcels 92-1 ((1)) 35A and 35B, located northeast of the South Van Dorn Street and Kingstowne Village Parkway intersection within the RH4-Lehigh Community Planning Sector of the Rose Hill Planning District in the Lee Supervisor District. The subject area is the site of the former Topgolf recreational facility with a high-tech golf driving range and eating establishment, and Ruby Tuesday restaurant. The Board requested that staff consider an amendment to the Comprehensive Plan for an option above the current plan recommendation for residential use at 3-4 dwelling units per acre (du/ac) to consider a mix of residential uses (up to approximately 275 residential units), which would result in a residential density of 16 dwelling units per acre (du/ac), and up to 20,000 gross square feet (SF) of retail uses. The Board also directed staff to consider that the retail development may be increased up to 70,000 SF to accommodate an appropriate retail anchor, such as a grocery store.

The staff report for PA 2015-IV-RH1 was published on September 18, 2019 and can be viewed online here: [Staff Report for Comprehensive Plan Amendment 2015-IV-RH1 \(Topgolf Site, Kingstowne Area\)](#). Staff recommended residential use at a density up to 12 dwelling units per acre inclusive of affordable dwelling units and bonus densities per the county's affordable dwelling unit program and workforce housing policy with conditions related to consolidation, universal design, phasing, useable central open space, pedestrian and bicycle connectivity, preservation of existing trees and screening, and transportation improvements. The Planning Commission deferred the scheduled public hearing for October 2, 2019, due to community concerns over the proposed density and compatibility with surrounding uses, and therefore the Board of Supervisors public hearing was not held. In April 2021, Topgolf and Ruby Tuesday closed and vacated the property.

A revised development concept was submitted in April 2021 by the property owner of the two parcels for residential use with no retail component. The following Staff Report Addendum describes the evolution of the plan amendment since the staff report publication, including the current proposed land use mix, density, and site design; additional analysis specific to the revised proposed amendment; and revised staff findings and recommendations, that supplement the analysis provided in the Staff Report dated September 18, 2019. A concurrent rezoning application and final development plan ([RZ/FDP 2018-LE-009](#)) was submitted in 2016 and is currently under review based on the new concept.

CONCEPT REVISIONS

Since 2016, there have been several concepts considered for the proposed development. The first concept (Figure 1) submitted in 2016, included 49 townhomes, 137 multifamily dwelling

units and 70,000 square feet of retail use. The community and staff were concerned with the viability of the proposed retail use due to proximity with the Kingstowne Town Center, traffic impacts, stormwater management and compatibility with surrounding uses. The Topgolf facility and the Ruby Tuesday restaurant were under separate ownership at this time, and an agreement between the owners of the two parcels was not able to be reached; therefore, consolidation of the two properties was not proposed. Consolidation remained a concern for staff.

Figure 1. 2016 Concept Plan



The second concept submitted in 2019 (Figure 2), included 70 townhomes, 142 back-to-back townhomes and 20,000 square feet of retail use (proposed as a “food hall” where multiple restaurant vendors shared a main kitchen), at a density of 12.47 du/ac including affordable housing bonuses. While the reduced retail component was received more favorably, the traffic impacts, compatibility with surrounding uses and stormwater management remained outstanding concerns. At this time, the Topgolf property and the Ruby Tuesday restaurant property remained unconsolidated, and still under separate ownership. The owner of the Topgolf facility was continuing efforts to purchase the Ruby Tuesday property, but these negotiations were still ongoing at this time.

Figure 3. 2021 Concept Plan



ANALYSIS

The following comments supplement those provided in the September 18, 2019 staff report.

Land Use

The April 2021 land use concept proposes all residential use without a commercial component, which would be more compatible with surrounding uses than the previous versions of the proposal that included a retail component. The proposed density of 12 dwelling units per acre would be triple the maximum planned density of the subject area and the surrounding area, which is planned for 3-4 du/ac. The proposed parcel consolidation of the two properties would allow for a logical site and building layout and circulation pattern.

The level of development and residential unit type will need to be evaluated against the achievement of other planning objectives, such as the provision of open space, quality of the public realm and streetscape, buffering and screening to the neighboring uses, access and circulation, and affordable housing during the zoning review. Traditional townhouse formats are typically land consumptive with a lower density (units per acre) than other building types, such as stacked townhouses, and may reduce the ability to provide high quality design and amenities on-site. Appropriate transitions and buffering to adjacent non-residential uses and residential uses should be provided, especially along the southeastern property line where single family homes are located close to the property line, to contribute to the high-quality design standard envisioned for Kingstowne. The maximum amount of the existing vegetation along the site's peripheries should be preserved. A reduced density on the property will be warranted if these objectives are not achieved.

Transportation

The proposed Plan would result in more daily trips than the current plan, as well as more morning and evening peak hour trips along South Van Dorn Street and Kingstowne Boulevard. The proposed Plan would generate 793 daily total vehicle trips when compared with the adopted Comprehensive Plan, and 42 vehicle trips over the adopted Plan in both morning (AM) and evening (PM) peak hours of travel. The proposed Plan generates a total of 1,532 vehicle trips per day which is below the threshold that would trigger a Virginia Department of Transportation Chapter 870 Review. A second access point, which would likely be a right-in/right-out (RIRO) along South Van Dorn Street would prove beneficial for access and traffic circulation.

The proposal for residential uses increases the need for safe pedestrian and bicycle facilities. Pedestrian and bicyclist safety is an important issue at this site, especially at the main access point that connects to the Kingstowne shopping area. Pedestrian walkways and bicycle facilities should be designed to have direct access to nearby trails, sidewalks, and bus stops, and to minimize pedestrian and bicyclists' exposure to vehicles. There should be proper inter-parcel connections to facilitate proper distribution and circulation of vehicular, pedestrian, and bicyclist traffic. Enhanced and safe multi-modal crossings are essential along South Van Dorn Street and at the intersection of South Van Dorn Street at Kingstowne Village Parkway.

An existing shared use path runs along the east side of South Van Dorn Street, adjacent to the subject property, with a sidewalk running along the west side. The Fairfax County Countywide Trails Plan recommends a major regional trail along Kingstowne Boulevard. Adequate right-of-way would need to be preserved to accommodate planned trails and connections should be provided to and from the site to the area pedestrian network.

The Fairfax County Bicycle Master Plan recommends on-road bike lanes along South Van Dorn Street and sharrows along Kingstowne Boulevard. The planned sharrows on Kingstowne Boulevard, however, change to on-road bike lanes near the intersection of Kingstowne Boulevard and South Van Dorn Street. Any redevelopment of this site should provide adequate right-of-way to ensure the planned bike lanes can be implemented. Development of this facility and other facilities on-site should facilitate safe bicycle connections to nearby Kingstowne Town Center and adjacent residential areas.

The subject property is currently served by the Fairfax Connector. It is mainly served by Routes 231 and 232 (the Kingstowne Line) and Routes 321 and 322 (Greater Springfield Connector). These routes serve both the Van Dorn Metrorail Station and Franconia-Springfield Metrorail Station. Routes 231 and 232 operate at 30-minute headways during the morning and evening peak periods. Routes 321 and 322 also operate with half hour headways during the peak periods. There are bus stops close to the intersections of Kingstowne Parkway and South Van Dorn Street and South Van Dorn Street and Village Drive. Any redevelopment of this site should enhance the bus stops in the vicinity and ensure safe pedestrian access to the bus stops.

Affordable Housing

The Housing Element of the Policy Plan recommends that all projects with a residential component provide affordable housing in accordance with the Affordable Dwelling Unit Program set forth in the Zoning Ordinance and the Guidelines for the Provision of Workforce Housing set forth in the Policy Plan. The Workforce Housing policy recommends that workforce housing be provided in the county's mixed-use centers and areas where higher density development is planned, such as stacked townhouses and multifamily units. Workforce housing in for-sale developments can serve households with incomes up to 120 percent of the Area Median Income (AMI) and rental developments can serve households with incomes up to 80 percent of the AMI. As encouraged by the Policy Plan, efforts should be made to designate more units affordable to households earning up to 80 percent of the AMI.

Environment

See previous environment comments in Staff Report (page 14) dated September 18, 2019.

Parks & Recreation

Existing public parks and recreational facilities in the Rose Hill Planning District meet only a portion of the demand caused by existing and new residents. The Park Authority estimates that 532 new residents will be generated by the proposed development, that will generate a need for approximately 3 acres of local suburban parks and 7 acres (which is the same amount that the

previous version of the proposal would generate) of district and/or countywide parks. A contribution for offsite parkland or facilities should be required during the review of the rezoning application. The incorporation of a large, central park open space as part of a network of park spaces would satisfy needs for residents as well as create an amenity for the residents within the Kingstowne area. The usability of the space would be determined by the level of connectivity through pedestrian walkways to all portions of the site and to surrounding walkways. Plan text that encourages the creation of onsite park spaces for new residents to include walking trails, play areas, and other local-serving recreational activities would support the development of a high-quality living environment.

Public Facilities

Schools

As noted in the original staff report, the subject area is served by Edison High School, Twain Middle School and Lane Elementary School. For the 2024-25 School Year, Edison High School is projected to have a slight capacity deficit, Twain Middle School is projected to be moderately over capacity and Lane Elementary School is projected to be under capacity. The adopted Comprehensive Plan if implemented, would generate approximately 36 total new students, and the proposed Plan would generate between 80-89 total new students and the proposal would generate 53 students above the planned density.

With a Plan amendment that increases residential density, membership in these schools will increase, which may impact instructional programs. The Capital Improvement Program for FY 2021-25 includes potential solutions to alleviate current and projected capacity deficits. These solutions include reassigning instructional space within a school to accommodate increases in membership, program changes, minor interior facility modifications to create additional instructional space and/or potential boundary adjustment with schools having a capacity surplus. Any future development applications would need to determine the future impacts to capacities and mitigation measures.

Fire & Rescue

The site is located in the emergency response area of the Franconia Volunteer Fire and Rescue Station 5 located at 6300 Beulah Street in Alexandria, VA. The next closest fire station is the Springfield Volunteer Fire and Rescue Station 22 located at 7011 Backlick Road in Springfield, VA.

The Fire and Rescue Department analyzes the historical rate of incidents per population in each fire station's response area to determine workload capacity. In FY2019, the Franconia fire station responded to 3,079 incidents, an average of nine calls per day, and the Springfield fire station responded to 4,431 incidents, an average of 12 calls per day. Population growth generated from the proposed development will increase the number of all calls for service. Furthermore, multiple incidents occurring simultaneously in an area will impact availability of units at the closest fire station, which will result in longer response times as emergency responders travel from fire stations located farther away. The existing fire stations are able to handle the projected increase in calls for service.

To maintain and improve response time to emergency incidents, the FRD is aggressively pursuing installation of preemption devices on traffic signals throughout the county. Traffic preemption improves both civilian and firefighter safety by reducing the potential for accidents at intersections. Mitigation of impacts created by any development on the subject property would be discussed during the rezoning application.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown in the following mark-up. This document supersedes the staff recommendation in the Staff Report, dated September 18, 2019. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~.

ADD: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Rose Hill Planning District, as amended through 9-24-2019, RH4-Lehigh Community Planning Sector, Rest of Sector, new recommendation #58, page 70:

“58. Parcels 91-2((1))35A and 35B are planned for residential use at 3-4 dwelling units per acre. As an option with full consolidation of the two parcels, residential use at a density up to 10 dwelling units per acre, exclusive of affordable housing bonus densities per the county’s affordable dwelling unit program and workforce housing policy, may be appropriate if the development creates a high-quality, pedestrian-friendly living environment with a distinct sense of place. Employing a mix of townhouses and especially stacked townhouses will be necessary to create space for a variety of well-designed, useable and attractive open spaces, buffering to adjacent properties, and site amenities, including a publicly accessible, central open space that is well-connected by pedestrian walkways to all parts of the development. Pedestrian and bicycle connections to the Kingstowne Towne Center, the trail along South Van Dorn Street, and other connections to nearby trails, sidewalks, and bus stops, and appropriate transitions to the adjacent residential communities, especially to the southeast, should be included. The maximum density will not be achievable if useable open space, pedestrian connections, and high-quality streetscape cannot be integrated into the design. The following additional conditions should be met to implement this option:

- The residential units are age-restricted and/or universally designed to accommodate different ages and abilities and residents who want to age in place. Additional density for older adult accommodations, set forth in the Zoning Ordinance, does not apply;
- A shared use path that serves pedestrians and bicycles, at minimum of 10 feet in width, should be provided along the east side of South Van Dorn Street along the length of the subject property;
- Transportation impacts to South Van Dorn Street and nearby intersections

are mitigated. A second ingress/egress access point should be explored, as a right-in, right-out access point. If such improvements and proposed mitigations are not possible, a reduced intensity should be considered; and,

- Existing healthy mature trees located within buffer areas, especially those to the neighborhood to the southeast should be preserved, in consultation with the Fairfax County Urban Forest Management Division. Buffer areas, and adjacent open areas, should be supplemented with appropriate evergreen, deciduous, and understory vegetation, to improve the general health of the buffer vegetation, to ensure that the full extents of the buffer areas contain healthy native species, and to provide some year-round visual screening to adjacent residences.”

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.